

006784

JUN 14 1985

Alpha Relocation Survey

A study to determine the effect of relocation
on the residents of the Alpha enclave.



URBAN DOCUMENTATION CENTRE
RESEARCH UNIT FOR URBAN STUDIES
McMASTER UNIVERSITY,
HAMILTON, ONTARIO

Planning and Development Department
Hamilton-Wentworth Region

April 1985

ALPHA RELOCATION SURVEY

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RESEARCH UNIT FOR URBAN STUDIES
McMASTER UNIVERSITY
HAMILTON, ONTARIO

PLANNING AND DEVELOPMENT DEPARTMENT

HAMILTON-WENTWORTH REGION

APRIL 1985

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SECTION ONE - OBJECTIVE

In any municipal issues there will be costs and benefits. In the case of Alpha, the impact on the people who relocated is one area which has received little attention when clearance areas were considered. Since the residents of the area will be the ones most affected by clearance it is desirable to weigh the impact on these people along with other factors related to clearance.

This report is intended to throw light on the impact on the people relocating from clearance areas. It will conclude whether relocation was beneficial or detrimental to the people directly involved.

SECTION TWO - INTRODUCTION

The Alpha neighbourhood is a residential enclave situated in the heart of a heavy industrial area. The location of Alpha is shown on Map 1.

The area is zoned "K" (heavy industrial), therefore, the houses were legal non-conforming uses since they were built before the zoning was passed in 1951.

This study focusses upon the north/east section of the Alpha Enclave. This area is located at the northern limits of Sherman Avenue at Burlington Street. It is surrounded by heavy industrial uses such as International Harvester, Stanley Steel and Canada Liquid Air. This area is shown on Map 2.

A review of all the residential enclaves was carried out in 1977. This report concluded that the Alpha area was unsuitable for residential use and should be cleared for industrial land.

There were two factors supporting clearance. Firstly, the clearance would solve some glaring social problems such as severe pollution and lack of services and secondly the clearance would help satisfy the demand for industrial land in North Hamilton.

The Alpha Enclave had some of the worst living conditions compared to the other enclaves, 75% of the people wanted to leave the area and 51% of the homes were in poor condition.¹

In 1981 council endorsed the proposal of clearing the north east section of the Alpha Enclave and included this project in the 81-83 budget. Between October 1981 and July 1983 all the homes in this area were purchased and the land was cleared at a total cost of 1.28 million dollars.

Authority for these acquisitions was given by sections 21(1) and 35(6) of the Planning Act which are outlined in Appendix 2. These sections basically state that council may acquire any land or structure which does not comply to the zoning by-laws or the Official Plan.

1. Alpha Area - A Profile

SECTION THREE - METHODOLOGY

A questionnaire was developed to ascertain how the residents of the north east section of the Alpha enclave were affected by relocation. It compares their lives before and after relocation. The questionnaire also gets the people to express their feelings regarding the relocation process.

An attempt was made to contact all of the former residents of the study area. Those who were located were then asked if they would participate in a personal interview regarding their move from the Alpha area. Most of these people agreed to an interview in their homes, or by telephone. For two of the contacted residents neither of these methods were convenient so the questionnaires were mailed out to them.

The reason for wanting personal interviews was that the exchange is more open and informative. In addition the interviewer could see the person's new home and surroundings and get a better understanding of their new life styles.

This particular study was completed using one researcher. This fact ensured that there was continuity between all of the interviews.

STUDY RESULTS

Participants in the Study

Out of the 60 properties that were purchased, 58 properties had houses on them. Of these houses 38 were occupied. Therefore the total number of potential households to interview is 38. The following were received.

Completed Surveys	19
Refusals	0
Those contacted but unable to speak English	3
Those who couldn't be located	<u>16</u>
TOTAL	<u>38</u>

Percentage of Population Surveyed

19 out of 38 = 50%

Response Rate to Questionnaires

19 out of 19 = 100%

Type of Interviews

	#	%
Phone Interview	6	32
Personal Interviews	11	58
Mailed Out Questionnaires	2	10

SECTION FOUR - DATA ANALYSIS

1. HOW LONG HAVE YOU LIVED IN HAMILTON?

Responses

	#	%
0 - 9 years	1	5
10 - 19 years	4	21
20 - 29 years	3	16
30 - 39 years	2	11
40 - 49 years	2	11
50 - and up	7	37

The range is 4 to 65 years or 61 years.
The mean is 37.3 years.

COMMENTS:

Most of the respondents have lived in Hamilton for a considerable length of time. The highest percentage is the 50 years and up group which would indicate an older population.

2. HOW LONG DID YOU LIVE IN THE ALPHA NEIGHBOURHOOD?

Responses

	#	%
0 - 9 years	6	32
10 - 19 years	3	16
20 - 29 years	2	11
30 - 39 years	4	21
40 - 49 years	3	16
50 - and up	1	5

The range is 1 1/2 to 60 years or 58.5 years.
The mean is 22.1 years.

COMMENTS;

Two thirds of the people lived in the Alpha area for over 10 years. This would indicate a stable population.

2a. HOW MANY CHILDREN WERE LIVING AT HOME IN THE ALPHA
NEIGHBOURHOOD (AT THE TIME OF RELOCATION)?

Responses

	#	%
0	5	26
1	4	21
2	6	28
3	2	11
4	0	0
5	2	11
6	0	0

The mean for children living in the Alpha area at the time of relocation was 1.68.

COMMENTS:

This represents an average of 1.68 children per household. The average number of children per household in Hamilton is 1.2.

3. DID YOU FIND IT EASY OR DIFFICULT TO FIND A ALTERNATIVE
ACCOMMODATION WHEN MOVING FROM THE APLHA NEIGHBOURHOOD?

Responses

	#	%
A - Easy	10	53
B - Moderate	3	16
C - Difficult	5	26
D - No Answer	1	5

COMMENTS:

Over half of the respondents found it easy to find alternative accommodation when they relocated from the Alpha area. However, a high percentage of people experienced some sort of difficulty when relocating.

4. HOW MANY TIMES HAVE YOU MOVED SINCE YOU LEFT THE ALPHA NEIGHBOURHOOD?

Responses

	#	%
None	18	95
Once	1	5

COMMENTS:

Almost all the respondents have stayed in the house or apartment that they originally relocated to.

This would show that the people were satisfied with their new accommodation.

4a. IF YOU HAVE MOVED SINCE YOU LEFT THE ALPHA NEIGHBOURHOOD PLEASE INDICATE THE REASON(S) FOR THIS MOVE:

- i poor or unsuitable housing in the area you relocated to;
- ii the area was unsuitable to you; or,
- iii other - please specify.

Responses

One resident first moved in with their parents and then moved into an apartment.

5. WHICH OF THE TWO NEIGHBOURHOODS, ALPHA OR NEW AREA IS/HAS:

Positive

a) More affordable accommodation;

	#	%	BEST
Alpha	9	47	
New	6	32	
Same	3	16	
No Answer	1	5	NEW

b) Better quality of accommodation;

Alpha	4	21	
New	13	68	
Same	1	5	
No Answer	1	5	NEW

c) Closer to schools;

Alpha	2	11	
New	8	42	
Same	6	32	
No Answer	3	16	NEW

d) Closer to work;

Alpha	11	59	
New	3	16	
Same	1	5	
No Answer	4	21	ALPHA

e) Better shopping facilities;

Alpha	2	11	
New	8	42	
Same	8	42	
No Answer	1	5	NEW

f) Better area to raise children;

	#	%	
Alpha	2	8	
New	14	74	
Same	2	11	
No Answer	1	5	NEW

g) Better recreational facilities;

Alpha	1	5	
New	14	74	
Same	3	16	
No Answer	1	5	NEW

h) Convenient to public transit;

Alpha	5	26	
New	5	26	
Same	9	47	
No Answer	0	0	SAME

Negative

i) Houses too close together;

	#	%	
Alpha	13	68	
New	1	5	
Same	4	21	
No Answer	1	5	ALPHA

j) Strong odours from industries;

Alpha	13	68	
New	0	0	
Same	6	32	
No Answer	0	0	ALPHA

k) Dust and dirt from industries;	#	%	
Alpha	15	79	
New	1	5	
Same	3	16	
No Answer	0	0	ALPHA

1) Noise from industries;

Alpha	16	84	
New	1	5	
Same	2	11	
No Answer	0	0	ALPHA

TOTALS FOR POSITIVE SECTION

	#	%	
Alpha	36	24	
New	71	47	
Same	33	22	
No Answer	12	7	NEW

TOTALS FOR NEGATIVE SECTION

	#	%	
Alpha	57	75	
New	3	4	
Same	15	20	
No Answer	1	1	ALPHA

COMMENTS:

This question asks the people to make comparisons between various aspects of the Alpha and the new neighbourhood. It is split into the positive and negative aspects of the neighbourhoods.

The positive section consists of 8 questions which ask the people which aspects of the neighbourhoods they liked better. In 5 of these the majority of people liked their new neighbourhood better, in two the people liked Alpha better and in one the people were equally divided.

The negative section consists of 4 questions which ask the people which aspects of the neighbourhoods they disliked most. In all of these the people found the Alpha area to have the worst living conditions with regards to living space and pollution.

6. OVERALL, AFTER RELOCATION, DO YOU FEEL YOU ARE:

	#	%
a) Better off	15	79
b) Worse off	2	11
c) The same	2	11

COMMENTS:

Approximately 80% of the respondents feel that they are better off in their new neighbourhoods than they were in the Alpha neighbourhoods. Only two of the respondents feel that they are worse off than they were in Alpha.

The purpose of the acquisitions was to improve the lives of the residents of Alpha. Looking at the statistics, the majority of the people are better off. However, it is hard to make ethical judgements that would conclude that in improving the lives of 15 people 2 people's lives be lessened. However, in this case one of these 2 persons suffered extreme hardships prior to the relocation and never fully recovered. He blames expropriations for his situation. The other individual mailed in his questionnaire and the exact reasons for him saying he is worse off are unknown.

Judging by the respondents attitudes after relocation it can be concluded that it overall was successful at improving their lives.

7. IS THE HEAD OF THE HOUSEHOLD EMPLOYED?

	#	%
Yes	10	53
No	9	47

COMMENTS:

By looking at the percentages it would seem that a large portion of the respondents are unemployed. This is misleading since many of the people are retired. This problem was realized during the interviews so the people were asked if they were retired. Thus the breakdown is as follows:

	#	%
Employed	10	53
Unemployed	2	10
Retired	7	37

COMMENTS:

The total number of people available for work is 12, 83% of these are employed. This is above the city of Hamilton's average unemployment rate.

8. DOES YOUR SPOUSE WORK (ASSUMING EVERY RESPONDENT HAS A SPOUSE)?

	#	%
Yes	1	5
No	18	95

8a. WAS YOUR SPOUSE FORCED TO SEEK EMPLOYMENT AS A RESULT OF FINANCIAL PRESSURES CAUSED BY RELOCATION (ASSUMING EVERY RESPONDENT HAS A SPOUSE)?

	#	%
Yes	0	0
No	19	100

COMMENTS:

Relocation did not create financial pressures that forced the spouses to seek employment.

9. HAS YOUR PLACE OF EMPLOYMENT CHANGED BECAUSE OF YOUR MOVE FROM THE ALPHA NEIGHBOURHOOD? (IF APPLICABLE)

	#	%
Yes	0	0
No	19	100

9a. IF IT HAS CHANGED HAS IT BEEN:

	#	%
Negative	0	0
Positive	0	0

COMMENTS:

Moving from Alpha did not force anyone to change jobs.

10. DO YOU PRESENTLY OWN OR DO YOU RENT YOUR ACCOMMODATION?

	#	%
Own	12	63
Rent	7	37

COMMENTS:

The average for Hamilton occupied private dwellings is 57% owned and 43% rented.

11. IF YOU OWNED YOUR HOUSE IN ALPHA WERE YOU FORCED TO RENT YOUR ACCOMMODATION WHEN YOU MOVED?

	#	%
Yes	3	17
No	15	83

11a. IF YOU OWNED YOUR HOUSE IN ALPHA AND RENT YOUR ACCOMODATION NOW WERE YOU FORCED TO DO SO?

	#	%
Yes	3	50
No	3	50

COMMENTS:

Three respondents were forced to give up their houses and were not able to buy a new house. The other respondents were able to buy a new house or rent their accommodation.

12. DO YOU FEEL YOUR PRESENT MORTGAGE/RENT IS REASONABLE IN VIEW OF YOUR CURRENT FINANCIAL SITUATION?

	#	%
Yes	14	74
No	2	11
No Answer	3	15

COMMENTS:

The respondents felt that the Alpha homes were more affordable but their new homes were of better quality. However, this is not necessarily a satisfactory trade off for rents beyond their means, since it inevitably means a compression of other expenditures from their limited budgets.²

This question was set up to learn if the people were spending too much on accommodation. Since only two respondents feel that their rent is too high, it can be concluded that the people now have better accommodation without living beyond their means.

13. WERE YOU SATISFIED WITH THE AMOUNT OF MONEY YOU RECEIVED FROM THE CITY?

	#	%
Yes	6	32
No	13	68

COMMENTS:

A majority of respondents were not satisfied with the amount of money the City paid them for their houses.

14. GIVEN YOUR EXPERIENCE, DO YOU THINK THE CITY WAS JUSTIFIED IN BUYING UP THE HOUSES IN THE ALPHA AREA?

	#	%
Yes	15	79
No	4	21

COMMENTS:

Most of the respondents feel the City was justified in purchasing the houses in Alpha. Some people stipulated that the City would have been justified if more money was given for the houses.

2. The Effects of Forced Relocation in Montreal

15. IN THE FUTURE, SHOULD THE CITY BUY UP OTHER HOUSES IN SIMILIAR SITUATIONS?

	#	%
Yes	15	79
No	2	10.5
No Answer	2	10.5

COMMENTS:

This question as well as the previous one asks the people who were directly involved in the enclave clearance program whether the clearance of the enclave is a good idea. The response is positive to both of these questions. This would indicate that the clearance program was successful in the case of Alpha.

RELOCATION OF RESIDENTS

The average distance of the moves from Alpha was 2.7 km. (This does not include the two people who moved outside of Hamilton) The pattern of relocation is shown on Map 9. Only 2 of the respondents still live within the heavy industrial boundary as outlined on Map 4. This information was aquired through the questionnaire.

SECTION FIVE - SUMMARY

- o Majority of the people are happier now than when they were living in Alpha.
- o Most respondents were not satisfied with the amount of money they received for their homes.
- o The clearance program of the Alpha area was looked upon favourably by the respondents.
- o The respondents felt the clearance program should continue in other enclaves.
- o Many people are concerned that the land is still mostly vacant. They felt the City should have had a definite plan for this land before they bought it. However, under the Municipal Act the city is not supposed to have one particular purchaser in mind.

SECTION SIX - OVERALL CONCLUSION

- i. Residents of the Alpha Area were not adversely affected.
- ii. Relocation was beneficial to the residents of the Alpha Area.

However it should be noted that half the potential interviewees were not traced.

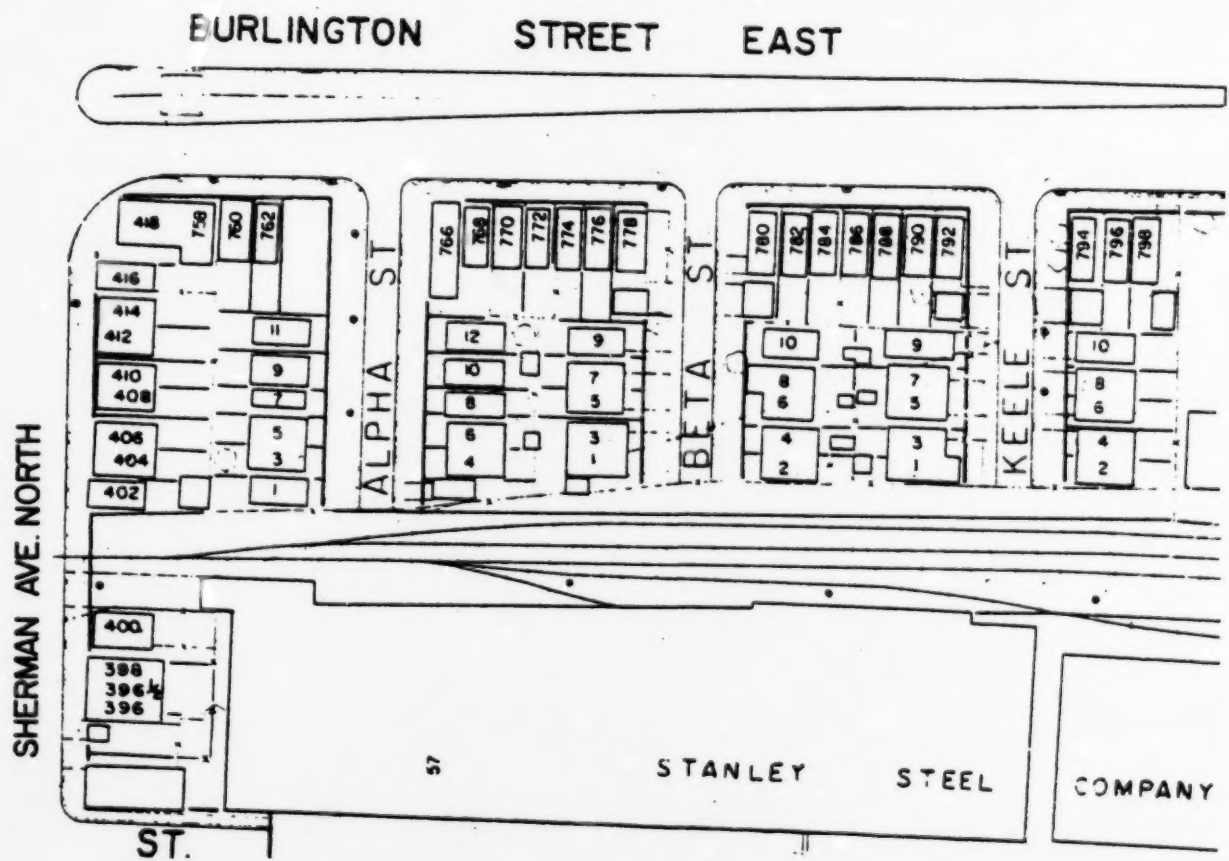


Map 1 LOCATION OF ALPHA

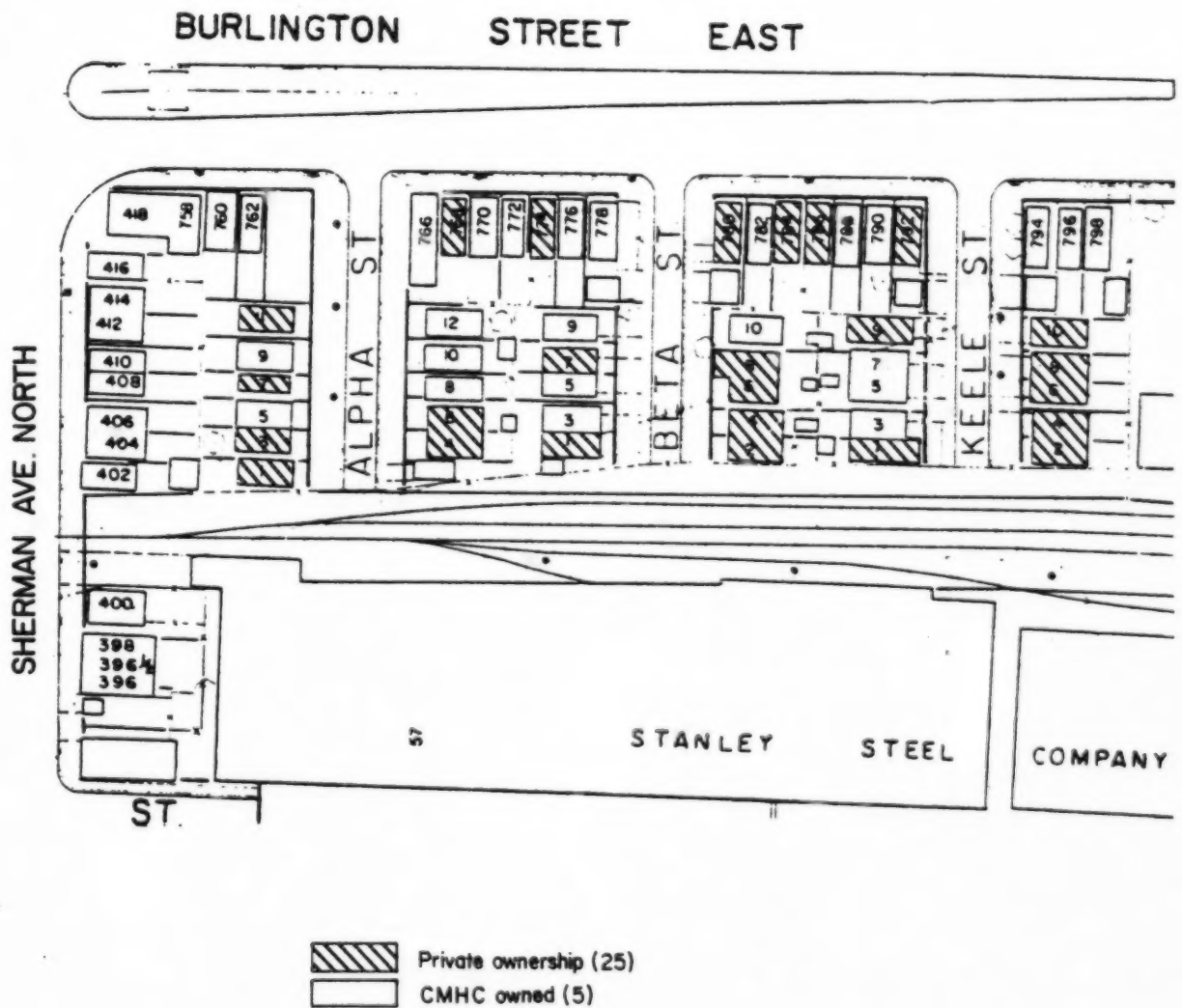
HAMILTON HARBOUR



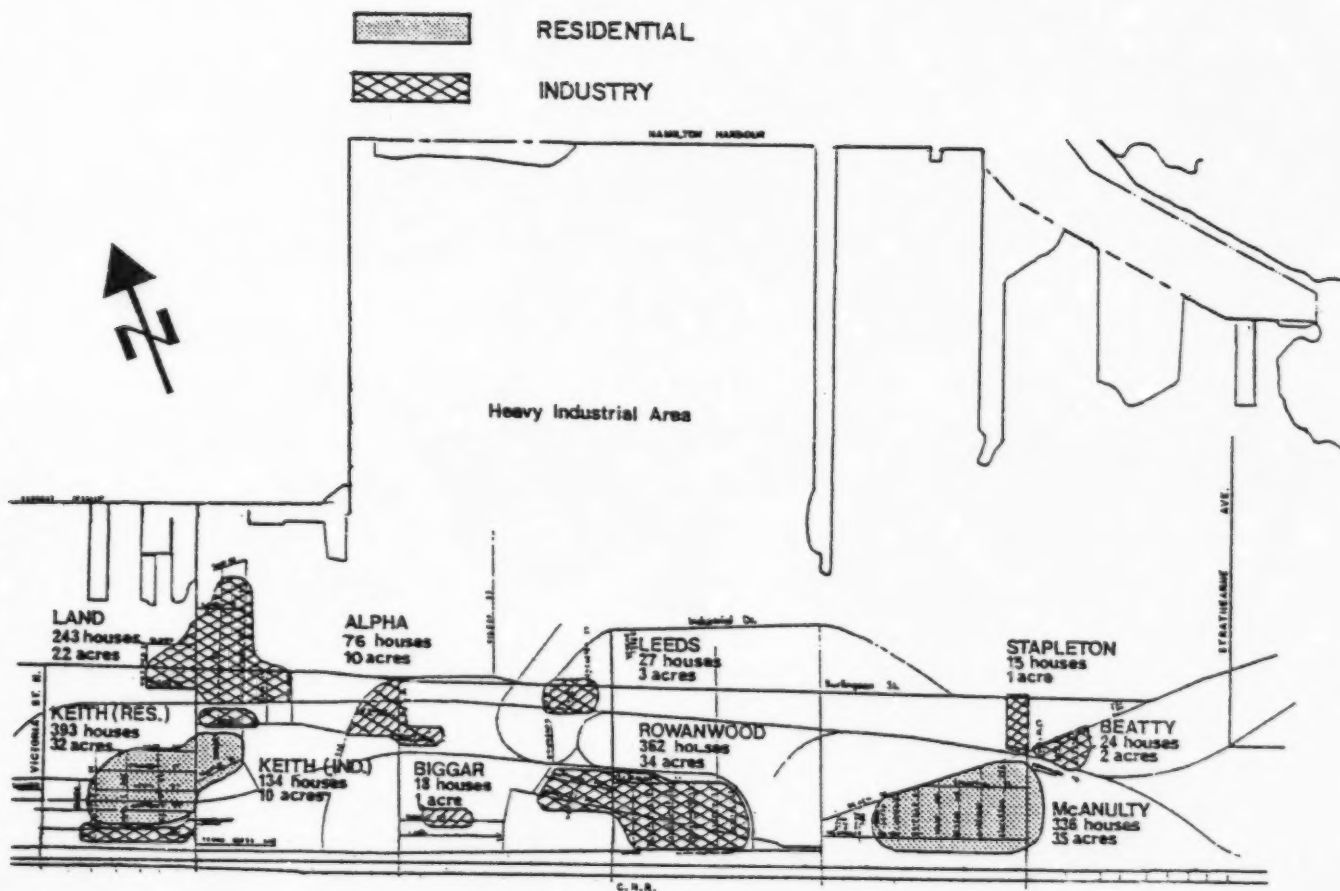
Map 2 STUDY AREA



Map 3 OWNERS WISHING TO SELL (From petition Sept. 1, 1981)



Map 4 LOCATION OF ALPHA RELATIVE TO OTHER ENCLAVES



LAND USE

- SINGLE & DOUBLE RESIDENTIAL
- THREE FAMILY
- APARTMENTS
- COMMERCIAL
- OFFICES
- INDUSTRIAL
- UTILITIES
- PARKING AREAS
- TAVERN
- AUTO BODY SHOP
- ELECTRIC UNDERTAKING
- STORAGE WAREHOUSING



ALPHA BOUNDARY

BURLINGTON STREET EAST

NORTH

GERRARD ST

AVENUE

BRANT ST

SHERMAN

-1c-

Map 5 EXISTING LAND USE IN AND AROUND THE ALPHA AREA

Map 6 LAND USE AROUND ALPHA

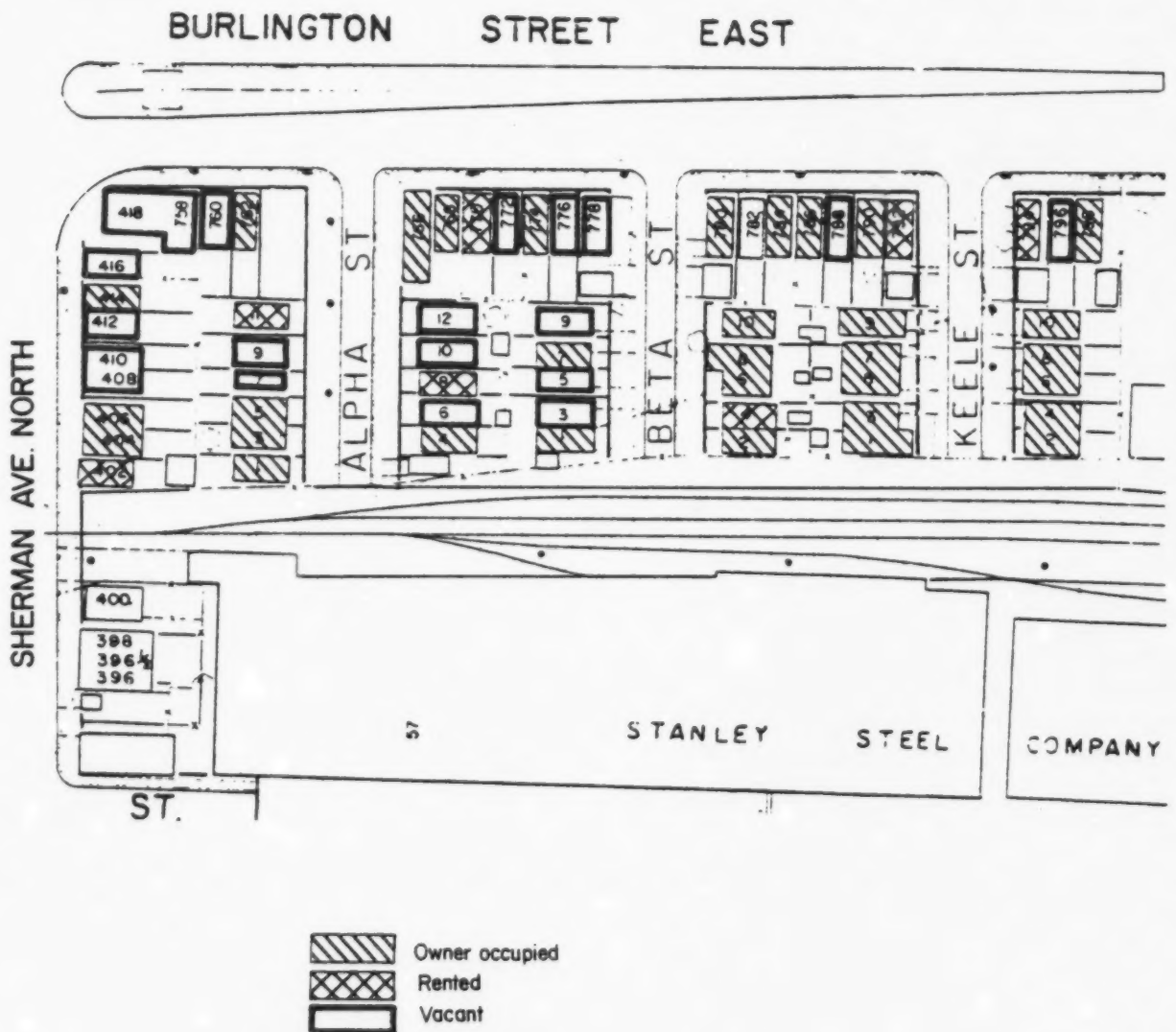
RESIDENTIAL

INDUSTRIAL

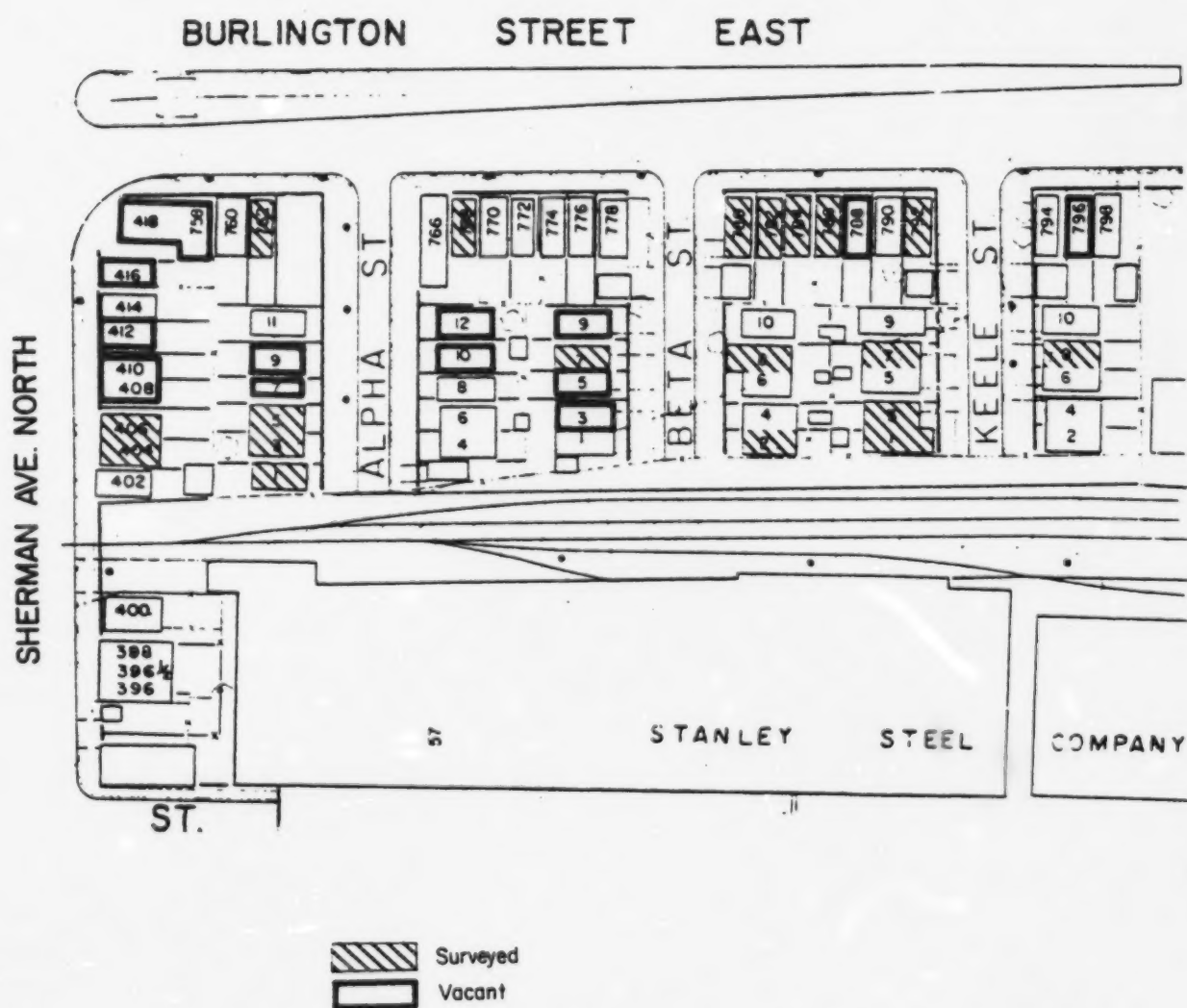
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Map 7 HOUSEHOLD TENURE IN ALPHA

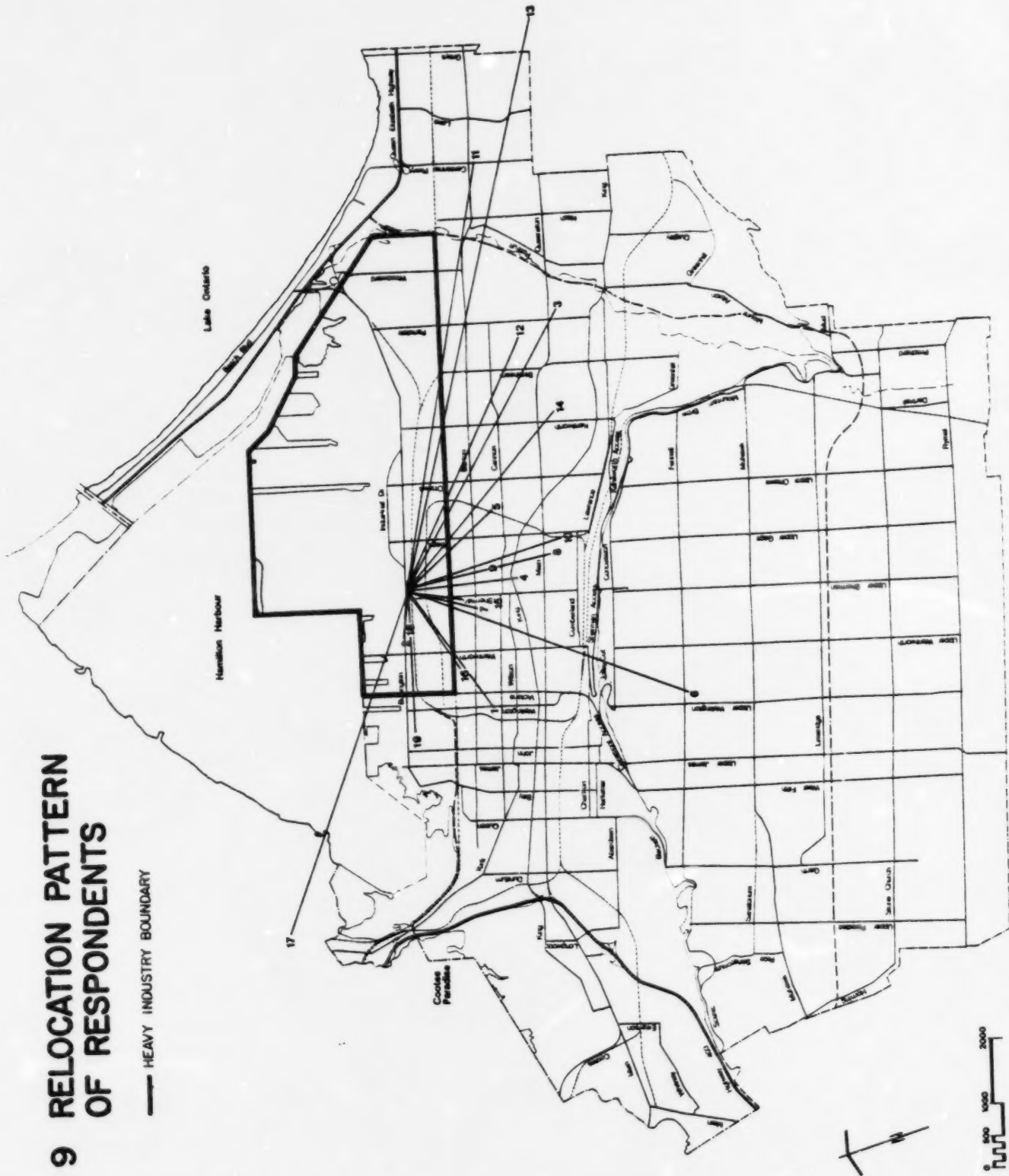


Map 8 LOCATION OF RESPONDENTS BEFORE RELOCATION



Map 9 RELOCATION PATTERN OF RESPONDENTS

— HEAVY INDUSTRY BOUNDARY

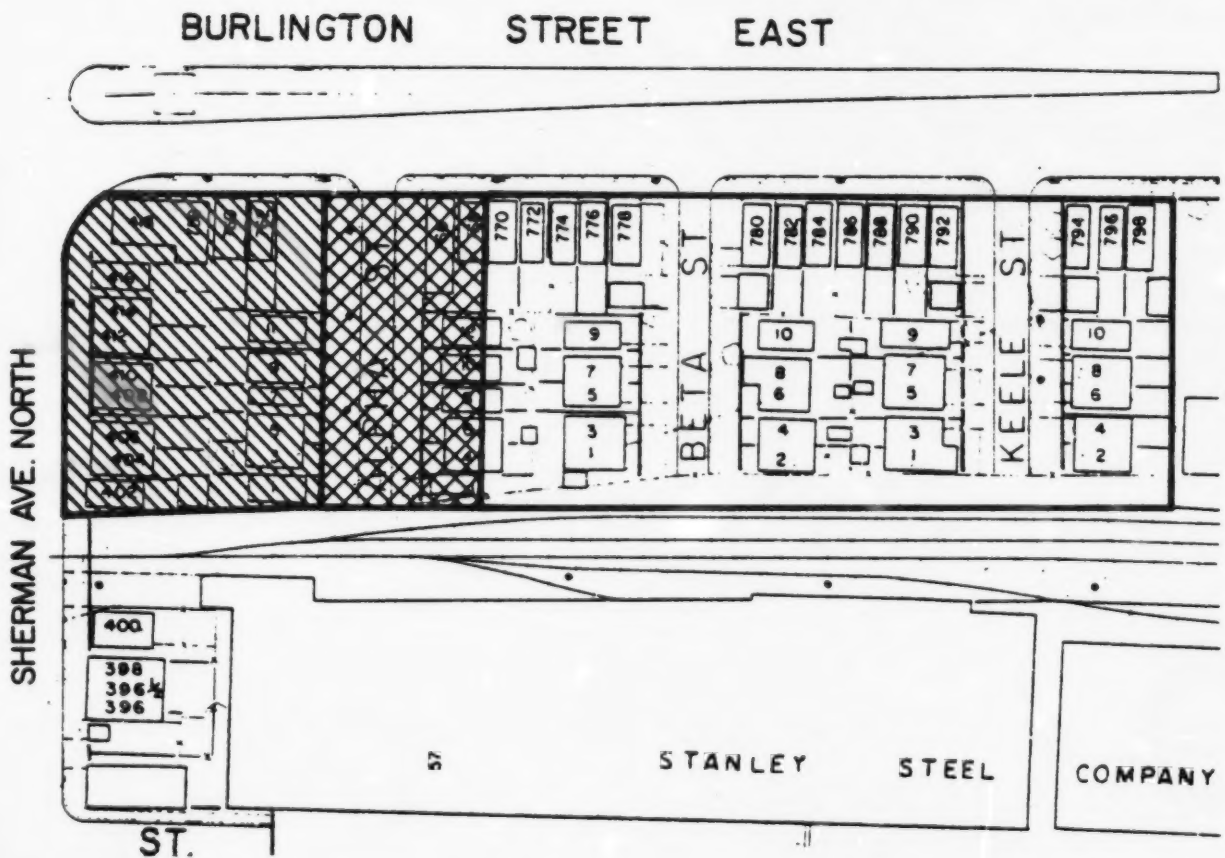


MARCH 7, 1984

Map 10 NEW LAND USE IN STUDY AREA

City asking price for Commercial = \$5.00/sq. ft. = 217,800/acre

Industrial = \$3.00/sq. ft. = 130,680/acre



APPENDIX A

CHRONOLOGY

1977	The Planning and Development Committee approved the principle of clearing some of the Residential Enclaves.
October 1979	The demand for industrial land in the North End Report concluded that the industries required more land but were not willing to pay the high prices of buying and clearing homes in the enclaves. It recommended that the government should buy and clear housing and sell it for industry.
January 1981	Council enclosed the program of clearing the northern part of the Alpha enclave for inclusion in the 81-83 budget.
July 1981	Put money received from selling part of McAnulty enclave to Dofasco in a reserve fund to be known as the Reserve for Aquisition of Lands in the Alpha Enclave Account number 0280-35. The land that was sold was 5.3 acres for 1.28 million dollars.
September 1981	Twenty-six home owners in the N/E section of Alpha signed a petition asking the City to buy their houses. They stated that the houses were unmarketable and the City had a moral obligation to buy them.
October 1981	In item #9 of the Planning and Development Department Report # 24, City Council authorized the Real Estate Department to aquire 60 properties in the N/E section of Alpha.
June 1982	Forty-eight properties were aquired, however, 12 owners were not willing to negotiate outside of expropriation.

June	1982	Council approved the City of Hamilton as having expropriating authority under sections 21(1) and 35(6) of the Planning Act.
January	1983	Bylaw 83-34 authorized expropriation of six residences in the Alpha Enclave.
July	1983	All sixty properties aquired at a cost of \$1,281,442.
Present		The city has sold 1.14 acres of the aquired land for \$213,000,. The rest of the land is vacant.

APPENDIX B

EXTRACT FROM THE PLANNING ACT

Acquisition to Implement Official Plan Policies.

- 21(1) If there is an official plan in effect in a municipality that includes provisions relating to the acquisition of land, which provisions have been approved by the Minister subsequent to the coming into force of this sub-section, the council may, in accordance with such provisions, acquire and hold land within the municipality for the purpose of developing any feature of the official plan, provided that any land so acquired or held may be sold, leased or otherwise disposed of when no longer required.
1974, c. 53, s.2.

EXTRACT FROM THE PLANNING ACT

Acquisition to Eliminate Non-conforming Lands.

- 35(6) The council may acquire any land, building or structure used or erected for a purpose that does not conform with a by-law passed under this section and any vacant land having a frontage or depth less than the minimum prescribed for the erection of a building or structure in the defined area in which such land is situate, and the council may dispose of any of such land, building or structure or may exchange any of such land for other land within the municipality.



THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH

Planning and Development Department
71 Main Street West, Hamilton, Ont. L8N 3T4

APPENDIX C

February 1985

Refer to File No. P5-2-69
Attention of
Your File No.

Dear Sir/Madam:

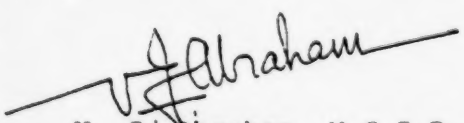
Re: Alpha Relocation Survey

The Planning and Development Department is interested in determining how you were affected by your move from the Alpha Neighbourhood.

We would like to know if you are pleased with your new neighbourhood, and if you are satisfied with the treatment you received from the City during your move.

The following questionnaire is designed to study the impact of your move from the Alpha Neighbourhood on various aspects of your life. This will help the City plan future relocations.

Yours truly,


V. J. Abraham, M.C.I.P.
Director of Local Planning

VJA:JK:sjb
Attachment

ALPHA RELOCATION SURVEY

1. How long have you lived in Hamilton? _____ Years
2. How long did you live in the Alpha Neighbourhood? _____ Years
 - a) How many children were living at home in the Alpha Neighbourhood? _____
3. Did you find it easy or difficult to find alternate accommodation when moving from the Alpha Neighbourhood?
 - a) Easy ☐
 - b) Difficult ☐
4. How many times have you moved since you left the Alpha Neighbourhood? _____
 - a) if you have moved since leaving the Alpha Neighbourhood, please indicate the reason(s) for this move:
 - i) poor or unsuitable housing in the area you relocated to ☐
 - ii) the area was unsuitable to you ☐
 - iii) other - please specify ☐

COMPARISONS

5. Which of the two Neighbourhoods, Alpha or new area, is/has:

	<u>Positive Features</u>	Alpha		New		The Same
a)	More affordable accommodation	☐	or	☐	or	☐
b)	Better quality of accommodation	☐	or	☐	or	☐
c)	Closer to schools	☐	or	☐	or	☐
d)	Closer to work	☐	or	☐	or	☐
e)	Better shopping facilities	☐	or	☐	or	☐
f)	Better area to raise children	☐	or	☐	or	☐
g)	Better recreational facilities	☐	or	☐	or	☐
h)	Convenient to public transit	☐	or	☐	or	☐

2.

<u>Negative Features</u>	Alpha		New		The Same
i) Houses too close together	☐	or	☐	or	☐
j) Strong odours from industries	☐	or	☐	or	☐
k) Dust and dirt from industries	☐	or	☐	or	☐
l) Noise from industries	☐	or	☐	or	☐

6. Overall, after relocation, do you feel you are:

- a) Better off than before ☐
- b) Worse off than before ☐
- c) The same as before ☐

WORK

7. Is the head of household employed? Yes ☐ No ☐

8. Does your spouse work? Yes ☐ No ☐

a) Was your spouse forced to seek employment
as a result of financial pressures caused by
relocation? Yes ☐ No ☐

9. Has your place of employment changed because of your
move from the Alpha Neighbourhood? Yes ☐ No ☐

a) If it has changed, has this change been:

- i) Positive ☐
- ii) Negative ☐

SUMMARY

10. Do you presently own ☐ or rent ☐
your accommodation?

11. If you owned your house in Alpha, were you forced to rent
your accommodation when you moved? Yes ☐ No ☐

3.

12. Do you feel your present mortgage/rent is reasonable in view of your current financial situation?

Yes ☐

No ☐

13. Were you satisfied with the amount of money you received from the City for your house?

Yes ☐

No ☐

14. Given your experience, do you think the City was justified in buying up the houses in the Alpha area?

Yes ☐

No ☐

Please explain why or why not.

15. In the future, should the City buy up other houses in similar situations? Yes ☐ No ☐

APPENDIX D

RESPONDENTS COMMENTS

- "The City should have a definite plan for the area before it is expropriated i.e., Liquid Air buy the property and expand into it."
- When asked if he was satisfied with the money he received for his house:

"No. People had a lot of money tied up in the area and many people had lived there all of their lives."

"Should use the land for non-profit housing."
- "Car covered in dust every morning."
- "Bought house for \$1,875, paid \$25 per month."
- "Burlington Steel responsible for most pollution, Red Dust."
- Doctor told him to move away for health reasons.
- Wanted to leave his house for his son when he died. He asked his son what he would do if he had the Alpha house. His son said he would sell the house for \$50 just to get rid of it.

He is happy now since he has a good place to leave to his son.
- "No place to raise a family(Alpha)."
- "Bad neighbourhood (Alpha)".
- City wouldn't pay them until they moved out. However, they couldn't pay for or move into their new house until the City paid them. Therefore, they had to pay a rental truck for 14 hours due to this problem.

- Couldn't remove anything from the house when they moved out such as light bulbs. However, these things were just stolen as soon as they moved out.
- "Trains shake the house, crack walls, we couldn't sleep."
- "Houses were fire hazards."
- "Pizza Places wouldn't deliver to the neighbourhood for fear of being robbed."
- "Should have had something in mind for the land before clearing."
- "Lots of people died as soon as they were relocated."
- "Good area when moved there but in the last 10 years it was a very poor place to live."
- "No one else would buy the houses in Alpha."
- "The area was very polluted and not a good area to raise children."
- "Wasn't a safe area."
- "Not livable anymore; it was hell."
- "Give people more money for their houses, or else the Government will have to support the people because they don't have enough money to buy a new house."
- "I'm not the Boss anymore." (He doesn't own his home anymore)
- "The area is still empty."
- "Keele Street was the best in the neighbourhood. All owner occupied - was an O.K. area to live."
- "Bad area. The city should have done away with it a long time ago."
- "If you were to bring tourists to the Alpha area they would never come back to Hamilton or Canada again."

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